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STRENGTHENING OF THE COORDINATION OF HUMANITARIAN AND DISASTER RELIEF ASSISTANCE OF THE UNITED NATIONS, INCLUDING SPECIAL ECONOMIC ASSISTANCE: INTERNATIONAL DECADE FOR NATURAL DISASTER REDUCTION

Strengthening of the coordination of emergency humanitarian assistance of the United Nations

Report of the Secretary-General

SUMMARY

The present report has been prepared pursuant to requests contained in General Assembly resolutions 46/182 and 48/57. The report also addresses measures taken to implement agreed conclusions/1993/1 of the Economic and Social Council. In doing so, the report outlines the efforts of the United Nations system, in cooperation with non-governmental and other humanitarian partners, to respond to the extraordinary challenges presented by the complexity and range of humanitarian emergencies. It also addresses the issue of vertical coordination between the humanitarian, peace-keeping and peacemaking efforts, enhancing of quick-response capacity in early stages of an emergency as well as measures in regard to early warning, vulnerability mapping and preventive action.

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CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 6	4
II.	APPROPRIATE AND TIMELY HUMANITARIAN RESPONSE	7 - 28	5
	A. Policy coordination	7 - 12	5
	1. Coordination at Headquarters level	8 - 11	5
	2. Coordination at the field level	12	6
	B. Quick-action response	13 - 17	6
	C. Consolidated appeal process	18 - 24	7
	D. Exchange of information and early warning	25 - 28	9
III.	FURTHERING HUMANITARIAN OBJECTIVES	29 - 58	9
	A. Protection of humanitarian mandates in conflict situations	29 - 32	9
	B. Access to people in need	33 - 37	10
	C. Sanctions	38 - 40	11
	D. Land-mines	41 - 49	12
	E. Demobilization	50 - 53	14
	F. Internally displaced persons	54 - 58	15
IV.	RELIEF TO DEVELOPMENT	59 - 83	16
	A. Improving prevention and preparedness capacities for natural disasters	59 - 76	16
	1. Stockpiles	68 - 71	18
	2. Disaster Management Training Programme	72 - 73	19
	3. International Decade for Natural Disaster Reduction	74 - 76	19
	B. Transition from relief to development	77 - 83	20

CONTENTS (continued)

		Paragraphs	Page
V.	RESOURCES	84 - 96	21
	A. Resource-mobilization strategy	84 - 89	21
	B. Central Emergency Revolving Fund	90 - 96	23
VI.	CONCLUSIONS	97 - 104	24

Annexes

I.	Status of utilization of the Central Emergency Revolving Fund	27
II.	Analysis of consolidated appeals and responses from mid-1992 to mid-1994	29
III.	Natural disasters in 1993 - Summary table	32

I. INTRODUCTION

1. The international community in the post-cold war era faces a major challenge in providing an effective and timely response to an increasing number of humanitarian emergencies. While natural disasters continue to take a heavy toll in human lives and damage to property, there has been a dramatic increase in so-called "complex emergencies", often involving ethnic and civil strife, that has called for an equally dramatic response. This must translate into concerted action to enhance the capacity of the international community to respond to these crises. Today more than 30 million people in 29 countries in Asia, Africa, the Caucasus, the former Yugoslavia and Central America are in dire need of emergency assistance. A severe drought threatening over 20 million people in sub-Saharan Africa adds an additional element of suffering to that already faced by innocent millions in Burundi, Liberia, Rwanda, Somalia, the southern Sudan and Zaire.

2. The breakdown of civil society in many parts of the world is the result of a number of causes, in addition to ethnic and civil strife, and often also reflects a failure of both national and international development efforts. The flagrant disregard for basic human rights and international humanitarian law is continuing to expand the range of human suffering, often placing fragile political and social structures in neighbouring regions and countries under unbearable pressure. One particular feature of these crises is the deliberate and violent attempt to deny humanitarian access to vulnerable populations and making humanitarian and relief workers direct targets of violence. In Bosnia and Herzegovina, the southern Sudan, Angola, Liberia, Afghanistan and Rwanda, relief convoys have been routinely prevented from reaching civilians affected by war.

3. An effective humanitarian response based upon strengthened and closer cooperation among all humanitarian organizations is required to tackle those manifold problems. Given the rapid increase in the magnitude and scope of such crises, the respective capacities of the organizations of the United Nations system and other humanitarian bodies have been stretched to the limit and require increased support, as well as improvements in the organization and management of response mechanisms. In so doing, the humanitarian, political and security dimensions of these crises need to be faced in tandem. This is essential for ensuring access to the victims as well as the security of relief personnel and supplies.

4. Organizations of the United Nations system, other humanitarian entities and non-governmental organizations have made concerted efforts to enhance their capacities for timely and coordinated action. These have included a clearer definition of their respective roles and responsibilities, better analyses of emergency situations and assessment of needs, as well as mobilization of international support. The Emergency Relief Coordinator, through the Inter-agency Standing Committee (IASC), has focused on issues where there is lack of clarity in mandates, such as access to victims; security of personnel and relief supplies; ensuring humanitarian imperatives in conflict situations; addressing the special needs arising from sanctions regimes applied by the

United Nations; demobilization of combatants and their reintegration in society; the removal of land-mines and ensuring transition from relief to development.

5. The General Assembly, in its resolution 46/182 of 19 December 1991, called for the establishment of a strong coordination mechanism under the leadership of an Emergency Relief Coordinator to address these complex issues. The Emergency Relief Coordinator, supported by the Department of Humanitarian Affairs, is further provided with such coordination mechanisms as IASC, composed of the executive heads of relevant humanitarian organizations, including the International Committee of the Red Cross (ICRC), as well as non-governmental and intergovernmental organizations; a Central Emergency Revolving Fund (CERF), with assets of US$ 50 million, for utilization by operational organizations in the early stages of an emergency; and the consolidated appeals process to assess the needs of an emergency situation and prepare a response strategy.

6. While new emergencies have continued to occur, others continue unabated. The increase in their numbers and in their complexities requires continued efforts to improve and strengthen the response capacity of the international community. Efforts over the past two years show considerable progress towards a more systematic and coherent response to emergencies, though more remains to be done. The present report analyses what has been achieved thus far and the enormous challenges that lie ahead.

II. APPROPRIATE AND TIMELY EMERGENCY RESPONSE

A. Policy coordination

7. The coordination of humanitarian response involves two levels. Firstly, the formulation and coordination of policy at the Headquarters level and, secondly, the management of coordination at the field level. IASC and its subsidiary mechanisms, including its Working Group, have focused on policy and strategic issues. These involve matters relating to the United Nation system's overall capacity to address humanitarian needs effectively, as well as the formulation of system-wide responses to particular emergencies.

1. Coordination at Headquarters level

8. At its session in April 1994, IASC addressed a number of policy issues, including the protection of the humanitarian mandate in conflict situations, humanitarian aspects of sanctions and support for field coordination. It also took decisions with regard to humanitarian operations in a number of current or potential major emergencies, such as in Angola, Rwanda and Zaire. It endorsed guidelines on the consolidated appeal process, agreed to further its work on prioritization and approved the terms of reference for the overall IASC structure, including the composition, responsibilities and procedures of the Committee.

9. In 1994, IASC intends to focus on policy issues relating to the strategy for resource mobilization; field coordination; humanitarian aspects of sanctions; de-mining; the transition from relief to development; the

consolidated appeals process, and internally displaced persons. The Committee will also continue to keep under review specific country situations that require a system-wide response.

10. The General Assembly, in paragraph 18 of its resolution 48/57 of 14 December 1993 entitled "Strengthening of the coordination of humanitarian emergency assistance of the United Nations", stressed the importance of the advocacy role of the Emergency Relief Coordinator in the planning of United Nations responses to emergencies in order to ensure that the principles of humanity, neutrality and impartiality of relief assistance were taken fully into account. In paragraph 27 of its resolution 48/42 of 10 December 1993, relating to peace-keeping operations, the General Assembly also suggested that the Emergency Relief Coordinator should be fully consulted in the overall planning of a peace-keeping operation when the mandate for such an operation contained a humanitarian component and in other cases should be consulted at an early stage when close coordination between humanitarian and peace-keeping activities was required.

11. Arrangements for the consultative process envisioned in these resolutions are currently being put into place to transform the present ad hoc arrangement into a more systematic and regular involvement of the Department of Humanitarian Affairs in various stages of the planning for United Nations peace-keeping operations in emergency situations where humanitarian components exist, or are planned. The primary objectives of these new arrangements are to ensure pre-planned field coordination of United Nations humanitarian and peace-keeping operations in conflict-related emergencies.

2. Coordination at the field level

12. Effective leadership and clarity in division of responsibility among the operational agencies is among the most critical elements in coordinating humanitarian activities at the field level. The United Nations Resident Coordinator, working through the in-country disaster management team where such a team exists, continues to be the first line of response to disasters and emergencies. Consultations are being carried out to ensure that the United Nations can rapidly designate or appoint, in full consultation with the concerned agencies, humanitarian assistance coordinators with the appropriate profile, which should include operational field experience in managing humanitarian activities when a complex emergency occurs. The Humanitarian Coordinators at the country level should enjoy the support and respect of operational agencies, inter- and non-governmental organizations and other parties involved. The outcome of the ongoing discussions and the decisions of IASC in that regard will be duly communicated to the Economic and Social Council and the General Assembly.

B. Quick-action response

13. A coherent response by the United Nations system to major emergencies depends upon an effective field structure. With the growing number of disasters and emergencies, the system's capacity has been sorely tested and, in some

instances, has been found wanting. The Emergency Relief Coordinator and the operational agencies have therefore sought to develop rapid-response procedures and teams to support affected countries, as well as the necessary United Nations field structures. Particular emphasis is placed on the early allocation of responsibilities in accordance with the mandates and capacities of the concerned agencies.

14. Operational organizations such as the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF) have already established rapid-response capacities that permit quick, sector-specific assessments of emergency situations and support for field-based activities. The World Food Programme (WFP) is also developing similar capacity, while the United Nations Development Programme (UNDP) is working on ensuring adequate and timely coordination capacity at the field level. In recent months rapid-response teams have identified measures to facilitate speedy action in Angola, Georgia and Zaire, for example. Inter-agency teams dispatched to the field on an urgent basis have addressed the question of support for coordination, making recommendations, where necessary, for their strengthening.

15. A proposal is being finalized to ensure quick action in support of field coordination and on ways to make such support more focused and more automatic. It would provide means for dissemination of emergency information, rapid assessments and preliminary consolidated appeals, enhancing logistics and communications and other support for field-coordination structures.

16. Resources and approaches originally created for quick response to sudden-onset natural disasters (e.g. stand-by telecommunications equipment and staff, creation and dissemination by electronic means of quick-situation reports, dispatch of coordination staff within 24 hours of the decision to do so, etc.) are being adapted to the quick-onset complex emergency context. As authorized by the General Assembly in its resolution 48/57, accrued interest on the CERF account has been utilized for rapid-response coordination actions in-country. For example, in the case of Rwanda, a small United Nations inter-agency team was dispatched to Kigali in mid-April under difficult security circumstances, working in close cooperation with United Nations peace-keeping forces, to support the field coordination capacity and for a quick-needs evaluation.

17. In sudden-onset natural disasters, rapid-response mechanisms to support Governments of affected States and United Nations disaster management teams have been established. This capacity has been enhanced over the past year, as described in section IV below, with further development of the United Nations disaster assessment and coordination stand-by teams, the International Search and Rescue Advisory Group and the Military and Civil Defence Assets project.

C. Consolidated appeal process

18. One of the essential tests of effective field coordination is in the capacity to assess the most critical needs of affected peoples, determine the most appropriate ways to provide assistance and then to ensure the implementation of the programme in a timely and appropriate manner.

19. Over the past year, an IASC task force has defined the essential elements and overall procedures of the consolidated appeal process, which is only to be used in circumstances that require a fully coordinated inter-agency response. Henceforth, the consolidated appeal process will be an essentially field-based activity. The increasing involvement of non-governmental organizations at the field level in the appeals process, including in its assessment and strategy portions, has ensured more comprehensive appeals. In Angola, for example, not only have non-governmental organizations been involved in the process, but they have used the appeal to seek resources. This trend towards the greater involvement of non-governmental organizations in the coordination process has been enhanced by the creation of a United Nations fund, financed by Sweden, through which the Humanitarian Coordinator can provide seed money for non-governmental organization activities with a minimum of bureaucratic delay, and should be encouraged.

20. The IASC task force on the consolidated appeal process has drafted guidelines for preparing the appeal through in-country coordinating structures. After field-testing the guidelines, IASC intends to finalize them by September 1994.

21. While the guidelines are expected to improve the overall process considerably, a number of issues still remain to be addressed. Three of these are of particular relevance: (a) interim and updated appeals; (b) length of the formulation process; and (c) a clearer definition between relief and development activities.

22. The consolidated inter-agency appeal process must take into account the need for the Humanitarian Coordinator and operational organizations to adjust rapidly to changing circumstances. On occasion it has proven difficult to await completion of the drawn-out process (average six weeks) between the beginning of assessments and the dissemination of appeals. The necessary consultative process for reaching agreement on prioritized needs and integrated activities should not, however, delay an urgent humanitarian response.

23. In order to respond to immediate relief requirements, agencies should draw upon their own emergency reserve resources. In accordance with their mandates, they may also launch interim appeals where deemed necessary. They should, however, keep the Emergency Relief Coordinator fully informed prior to undertaking such initiatives and ensure the compatibility of such measures with subsequent consolidated appeals. Other options, such as interim inter-agency consolidated appeals, are being explored through the IASC task force.

24. The importance that donors attach to prioritizing relief requirements in consolidated appeals is recognized by IASC. For that reason, the Committee has agreed on principles for prioritization that are intended to restrict appeal requests to the immediate needs of emergency-affected peoples. It has confronted the dilemma of compatibility between relief, rehabilitation and development by requiring that every consolidated inter-agency appeal contain a strategy on how the prioritized relief programme will subsequently mesh with rehabilitation and development activities. This marks only a first step towards resolving the issue.

D. Exchange of information and early warning

25. The General Assembly, in its resolution 46/182, stressed that systematic pooling, analysis and dissemination of information, including early warning on emergencies are important responsibilities of the Emergency Relief Coordinator. To enhance his capacity to fulfil these responsibilities effectively, the General Assembly, in its resolution 48/57 and the Economic and Social Council, in its agreed conclusion/1993/1, 1/ called for accelerating the development of an emergency information system within the Department of Humanitarian Affairs.

26. Accordingly, Department of Humanitarian Affairs, in March 1994, initiated the International Emergency Readiness and Response Information System (IERRIS) project in order to improve information management by developing standardized procedures, enabling various international humanitarian partners and Governments readily to exchange data generated. The project will facilitate agreement between international partners to adopt compatible and connected information management procedures, management standards and technologies. IERRIS will also provide for collaboration of all those involved in the development of new information systems and procedures to meet information needs not met by existing systems and procedures.

27. The Department of Humanitarian Affairs has also begun work to establish a Humanitarian Early Warning System. The System is designed to utilize fully information from the United Nations system and other humanitarian partners and to analyse it with the purpose of identifying potential crises with humanitarian implications. It will take fully into account the early warning mechanisms in use in the various agencies, for example, the Global Information Early Warning System of the Food and Agriculture Organization of the United Nations. In this, the Department has turned to its humanitarian partners for their expertise in specific areas and their general understanding as collaborators in the development of the System. These efforts have included UNICEF, UNDP, UNHCR, the World Health Organization (WHO) and the Bretton Woods institutions, among others. Currently at the pilot stage, the Early Warning System is expected to be operational by the end of 1994.

28. Effective implementation of these projects will provide for timely exchange of information among all partners involved in humanitarian action - departments of the Secretariat and organizations of the United Nations system, Governments, relevant intergovernmental and non-governmental organizations - thus contributing to a coordinated response to emergencies, including preparedness, contingency planning and appropriate preventive humanitarian action. Relevant information will also be used to generate public awareness and support for humanitarian operations.

III. FURTHERING HUMANITARIAN OBJECTIVES

A. Protection of humanitarian mandates in conflict situations

29. Complex emergencies are presenting serious new challenges to humanitarian organizations and others involved in providing relief assistance. Disregard for fundamental humanitarian principles, serious violations of humanitarian law and

threats to the safety and protection of relief personnel have underscored the need for enhancing awareness of all involved in complex emergencies - including the Security Council - of humanitarian concerns and objectives and for appropriate measures to protect humanitarian mandates in conflict situations. While the new generation of multifaceted United Nations operations require close interaction between the political, military and humanitarian dimensions, it is important, at the same time, to ensure that the humanitarian component can preserve its unique identity by maintaining neutrality and impartiality.

30. The ability to fulfil their humanitarian mandates in conflict situations is an issue of most serious concern to humanitarian organizations. Much attention has been devoted to the matter within the framework of IASC and in consultations involving the Department of Peace-keeping Operations and the Department of Political Affairs. A principal objective has been to develop modalities for interaction among the political, peace-keeping and humanitarian components of United Nations operations in complex emergencies while establishing procedures governing cooperation, information, joint planning and logistics.

31. IASC has drawn up a set of general principles to guide humanitarian action in conflict situations, as well as specific operational guidelines focusing on modalities for cooperation and coordination among the different dimensions of United Nations integrated operations, including interaction with ICRC and non-governmental organizations. Key areas identified include the following:

(a) The need for humanitarian relief assistance to be undertaken in accordance with the principles of impartiality, neutrality and humanity;

(b) Reaffirmation of free, safe and unimpeded access for humanitarian assistance and the role of humanitarian diplomacy in that regard;

(c) The need for greater collaboration with non-governmental organizations engaged in humanitarian relief;

(d) The need to ensure security and protection of all relief personnel;

(e) The need to apprise the Security Council fully on relevant humanitarian issues that should be appropriately reflected in its decisions on complex emergencies;

(f) The importance of shielding humanitarian assistance against the effects of sanctions, particularly in relation to vulnerable groups.

32. This set of principles, together with operational guidelines that are being developed, should serve as an effective instrument of humanitarian advocacy in all future United Nations operations.

B. Access to people in need

33. In a year in which a high proportion of major humanitarian assistance operations worldwide were implemented under virtual battlefield conditions, the related issues of access and security have become predominant problems. The

right of conflict-affected civilians to receive humanitarian assistance, and the right of humanitarian organizations to provide it, is well established in international law, in the Fourth Geneva Convention and in the 1977 Protocols, respectively.

34. To reach the civilian victims of internal conflict, however, humanitarian assistance organizations have frequently had to carry relief goods into areas not controlled by a duly constituted authority, and sometimes not controlled by any authority at all. In such cases, humanitarian agencies have had to resort to extraordinary means to effect deliveries.

35. Increasingly, obtaining access to people in need requires protracted negotiations, sometimes for each and every shipment of relief goods. All too often, the effort is undone by subsequent developments in the conflict, and "agreed arrangements" must be negotiated anew. While every effort has been made to gain access and secure guarantees of safety from concerned parties, relief organizations must often proceed with delivery of relief assistance in high-risk situations.

36. In Angola, for example, repeated attacks on WFP cargo aircraft have periodically shut down the airlift critical to reach the besieged populations. The Special Representative of the Secretary-General and the Humanitarian Coordinator in the field have been obliged to negotiate and renegotiate security arrangements in order to resume flights. A similar situation has existed in Bosnia and Herzegovina, where UNHCR and the United Nations Protection Force have frequently had to re-establish terms of relief deliveries, often for each individual convoy. In the Sudan, after several years of stop-start relief operations owing to security problems, the United Nations appointed a Special Envoy for Humanitarian Affairs to negotiate details of land and air corridors for the delivery of relief assistance that has been constantly affected by the ongoing conflict in the southern part of the country.

37. The question of humanitarian access to victims of disaster and emergencies still remains to be resolved. Ad hoc arrangements through negotiations or under the military protection would need to be supplemented through wider acknowledgement and respect for humanitarian operations. Governments have a special responsibility in that regard and so do all parties. The international community must send a clear and unambiguous message to all concerned emphasizing the need for fully respecting international humanitarian law.

C. Sanctions

38. In recent years, the international community has increasingly utilized sanctions to achieve a wide range of objectives in accordance with the provisions of the Charter of the United Nations. As sanctions have become more prevalent, concern has increased in regard to their adverse, and unintended, effects upon vulnerable groups in target countries. UNICEF, for example, has been particularly active in assessing unintended negative effects of sanctions and, when necessary, cushioning children and other vulnerable groups from them. WHO is studying the impact of sanctions on health. International humanitarian organizations have approached individual Security Council sanctions committees

on an ad hoc basis to draw attention to these adverse humanitarian implications, and/or to obtain authorization for shipment of relief goods.

39. While the sanctions committees have been receptive to such interventions, they reserve the right to decide whether or not an authorization is granted on humanitarian grounds. In some instances, for example, the Security Council has not been convinced that the vulnerable groups in the target country concerned have been severely affected; in others, the target Government has been suspected of diverting relief items for unintended purposes.

40. Efforts are currently under way to explore methods of limiting the impact of sanctions on vulnerable groups. In April 1994, IASC established an Inter-agency Task Force to undertake a comprehensive study on the impact of sanctions. The Task Force held its first meeting in May and agreed on a framework to examine how best to communicate humanitarian concerns to the Security Council at the planning stage when sanctions are being considered; to review legal bases for humanitarian exemptions of sanctions; to develop reliable objective indicators as bases for seeking exemptions; and to develop procedures to accelerate the exemption process.

D. Land-mines

41. The global issue of uncleared land-mines is a humanitarian problem of enormous proportions. There are between 85 million and 110 million land-mines scattered in 60 countries around the world. These land-mines deter the repatriation of refugees and displaced persons, render arable land unusable, impede the internal flows of goods and services, render key elements of national infrastructure such as electrical power grids, water-delivery systems, roads and railroads unusable, and overload the already overburdened medical and welfare systems. Although more than 400 people are killed each month by uncleared land-mines, the gravity of the problem was not widely realized until recently.

42. Uncleared land-mines make the deployment of humanitarian personnel and peace-keeping troops a slow and dangerous process. They inhibit the reintegration and resettlement of refugees and displaced persons, hinder or make impossible the direct distribution of food and other assistance, prevent aid from reaching specific areas of need, and multiply enormously the logistical problems confronting any United Nations assistance programme. As a consequence, the removal of these uncleared land-mines becomes a prerequisite for even the most preliminary steps on the road to humanitarian relief and national rehabilitation. The problem of land-mines should therefore be addressed in peacemaking as well as peace-building efforts.

43. De-mining is often perceived as a military problem. However, military counter-mine technology has been almost exclusively focused on minefield breaching to enable forces to pass through. These techniques, which often just push the land-mines to one side, are of little or no use to civilians faced with the problem of mine clearance after the end of hostilities. Moreover, they are of almost no use at all in dealing with land-mines laid randomly, as is common in internal conflicts. While nations have spent much to increase the potency of anti-personnel land-mines, they have devoted little attention to their long-term

effects or to the development of technologies for civilian de-mining. The lessons learned in Cambodia and Afghanistan indicate that, at present, de-mining is a slow, low-technology process that can, in the long run, only be addressed as a humanitarian and development issue.

44. It is in this context that the Department of Humanitarian Affairs has been designated the focal point for United Nations land-mine-related activity. Regular consultations are convened on land-mine policy with the participation of all concerned United Nations departments and agencies, in order to address all aspects of United Nations involvement with the problem (conceptual, legal, financial, institutional and operational), to establish standard United Nations guidelines for land-mine-related activities and to foster better information flows about land mine problems and programmes.

45. The Department of Humanitarian Affairs and the Department of Peace-keeping Operations have formulated, coordinated and implemented de-mining plans in a number of countries. The plans contain three elements: they bring in United Nations de-mining resources to conduct de-mining operations in support of humanitarian and peace-keeping objectives; they inform local populations and returning refugees how to recognize, avoid, mark and report land-mines; and, most importantly, they are designed to create national capacities for de-mining. With respect to the latter, it is important to assist national Governments to create civilian bodies with the capacities to conduct mine-awareness programmes, do minefield surveys, conduct clearance operations, carry out training and manage and finance de-mining programmes. By training local de-miners, supervisors, instructors and programme management personnel, the United Nations strives to give countries the long-term means to deal with their land-mine problems. UNHCR, UNICEF and UNDP are also involved in certain aspects of these activities.

46. A mechanism is needed for disseminating information concerning land-mine problems and the techniques for dealing with them, and passing that information to those conducting land-mine activities. To this end, the Department of Humanitarian Affairs is establishing a global de-mining database that can be a source of de-mining information for all concerned United Nations agencies, Governments and other interested organizations. This database will facilitate greater understanding of the scope and nature of the problem and will enhance the ability to respond. It will aid in the planning, management and more efficient implementation of de-mining operations. At the same time, more accurate information about the scope of the land-mine problem will enhance the ability to channel resources effectively towards areas of greatest need.

47. Mine clearance is an extremely expensive process. De-mining programmes need most of their funding at the outset of operations, to allow early mine-awareness education and to cover the purchase of equipment, the establishment of mine-clearance training schools and the training of de-mining technicians. Quite often delays in receiving funding impose irrecoverable delays in the mine-clearance process and in other programmes that are dependent on it. Financial modalities that can complement existing mechanisms to enable quick start-up and continuity for mine-clearance assistance programmes, including the establishment of a special trust fund, as required by the General Assembly in its resolution 48/7 of 19 October 1993 are being examined. A comprehensive report on

assistance in mine clearance will be submitted to the General Assembly at its forty-ninth session in accordance with the resolution.

48. It is also necessary to examine financial modalities to allow States to continue de-mining programmes after United Nations assistance ends. Affected States often lack the financial resources to continue de-mining efforts without international assistance. In the absence of internal financial means or direct bilateral assistance for sustaining de-mining, development institutions, including regional development banks, the World Bank and the International Monetary Fund will be confronted with the problem. As de-mining programmes are a critical element in spurring national rehabilitation, economic growth and development, they will be vital to the success of overall development strategies.

49. Despite the efforts of the United Nations system to help affected nations cope with the problem of uncleared land mines, it continues to grow. It is estimated that more than 2 million land mines will be laid this year, while only 80,000 will be removed. While small anti-personnel land-mines can be bought for less than $3 each, it costs anywhere between $300 and $1,000 to find and remove each one. Thus an additional burden of at least $600 million is imposed upon the world community for removal of the mines that are newly laid during the current year alone. Member States must agree on effective measures to stop the production and use of land-mines if this problem is ever to be solved. UNICEF, UNHCR, other United Nations agencies and non-governmental organizations play an active role in that respect. In addition, many non-governmental organizations are working for the adoption of a complete ban on the production, use and sale of anti-personnel land mines. At the same time, the United Nations must challenge the international community to develop and deploy more effective de-mining technology.

E. Demobilization

50. For many countries confronting post-conflict situations, the demobilization and reintegration of former combatants into civilian life can have a major bearing on long-term stability and peace as well as the success of rehabilitation and development efforts. The pace and nature of a demobilization programme has major implications for those who have most to gain from the cessation of conflict, the implementation of peace agreements, and the success of rehabilitation programmes. In situations where many people have been uprooted and displaced for long periods of time their willingness and ability to return may well depend on the extent to which combatants lay down arms and commit themselves to peaceful pursuits.

51. To date, much of the planning to demilitarize soldiers and their demobilization has focused on such issues as cantonment, arms collection, final payment to troops and transportation to places of origin and reintegration. Recent conflict-resolution and peace-building exercises highlight, however, the importance of incorporating humanitarian considerations, together with the social and economic aspects of the reintegration of former combatants, into a comprehensive demobilization plan. The need to provide adequate social services such as health care and other basic requirements, as well as a secure means of

income - particularly in situations where soldiers and their families were dependent on guerrilla or other organizations for food, shelter and, in many instances, a way of life - is a major determinant in the success of any transition process. The ability of former combatants to find the means to sustain themselves can be an important factor in processes of reconciliation and democratization.

52. An important element of post-war situations and of the ability of societies to recover concerns the way in which children who have been traumatized by war are helped to overcome the psychological distress they have endured. Children who have been recruited or obliged to join military groups deserve special attention. Many of those children have been deprived of their childhoods, have lost touch with family and kinship groups, lack formal schooling, social skills and an outlook on life that would facilitate their transition to civilian society.

53. Given the significant humanitarian implications of demobilization processes, a concerted effort is now being made to identify factors that will improve overall planning and coordination. To that end, the question of "demobilization" is now being reviewed by IASC and with the many actors who have a direct bearing on national demobilization plans. The immediate goal is to enhance our collective understanding of this important aspect of post-conflict rehabilitation so that future demobilization exercises contribute to the consolidation of peace.

F. Internally displaced persons

54. The problem of internally displaced persons has reached dimensions that constitute a major challenge to the international community. Over 25 million people, forced from their homes by events beyond their control, require protection and assistance. The primary responsibility for assistance to internally displaced persons lies with Governments. Governments may sometimes be unable or unwilling, however, to discharge that responsibility, necessitating support from the international community.

55. In addressing the needs of internally displaced persons, current efforts focus on three issues: information and early warning; protection; and assistance. For a clear policy or response it is necessary to have up-to-date data on all situations of internally displaced persons in the world. Various intergovernmental organizations and non-governmental organizations regularly compile information about particular areas and situations. Since early 1993, the Department of Humanitarian Affairs has convened inter-agency consultations on early warning of new flows of refugees and displaced persons. The consultations review available information and prepare brief reports listing cases likely to give rise to new mass flows and calling for preventive or mitigating measures.

56. The protection of internally displaced persons is an increasingly complex undertaking. This includes safeguarding fundamental rights that very often lie at the root of displacement. The Representative of the Secretary-General on internally displaced persons has been addressing these and related matters and

intends to offer suggestions on how to proceed, initially for discussion in the Commission on Human Rights.

57. International assistance to internally displaced persons ranges from food and shelter to health, education, job training and legal help. The experience of UNHCR, UNICEF and their humanitarian partners covers the spectrum of assistance to internally displaced persons. The basic problem hampering the provision of such assistance is three-fold: lack of funds; uncertainty about mandates; and insufficient capacity.

58. An Inter-agency Task Force of IASC on internally displaced persons, with the participation of the Representative of the Secretary-General on internally displaced persons, is currently analysing the operational aspects of assistance to internally displaced persons. Its recommendations will be considered by IASC later this year. IASC is also expected to develop a comprehensive strategy for various components of the issues of settlement and return in close cooperation with the development organization of the United Nations system.

IV. RELIEF TO DEVELOPMENT

A. Improving prevention and preparedness capacities for natural disasters

59. One of the most important challenges in any crisis situation is the need to ensure that emergency relief both contributes to, and is complemented by, measures that sustain rehabilitation leading to long-term recovery and development. Programmes that focus on the reduction of vulnerability are central to this process. Recent lessons drawn from relief operations related to natural disasters show convincingly that it is of paramount importance, and in the long run cost-effective, to strengthen national and local capacities to deal with consequences of such disasters. It is much more difficult, however, to generate funding for strengthening these capacities for prevention and preparedness than to mobilize resources for emergency relief.

60. An alarming increase in the overall impact of disasters in recent years not only reflects a growing vulnerability of people in disaster-affected countries, but also indicates the need to strengthen preventive and preparedness measures. In this context, the role of the Department of Humanitarian Affairs is primarily to encourage United Nations programmes and agencies, including the Bretton Woods institutions, to help countries properly to assess their risks, to suggest more cost-effective measures, to support the application of those measures in the most vulnerable areas and to stimulate wider efforts and closer cooperation among the numerous international agencies with sectorial commitments to disaster management.

61. Programmes that are currently implemented at the international level focus mainly on contingency planning, streamlining operational procedures, improving access to information and enhancing capacity for international action at very short notice. Early warning and alert information gathered by scientific institutions and regional civil defence organizations on disasters are a

prerequisite to rapid response. Working arrangements with these bodies for a prompt exchange of data are being established.

62. Measures have been taken to enhance the capacity to provide quick support to United Nations disaster management teams, which coordinate relief activities at the country level. In this context particular attention is attached to the wider use of the United Nations disaster assessment and coordination stand-by teams that have been operational in countries affected by emergencies and natural disasters such as Georgia, India, Mauritius and Mozambique.

63. Cooperation has been developed between the United Nations Environment Programme (UNEP) and the Department of Humanitarian Affairs in order to combine their respective capacities to deal more effectively with the growing challenge of environmental emergencies.

64. Initiatives have been taken in order to develop effective international relationships between national emergency relief services, donors, United Nations agencies and non-governmental organizations. The International Search and Rescue Advisory Group provides a framework for a closer working relationship between the United Nations and operators of relief resources in addressing aspects of international preparedness for the mobilization, dispatch and coordination of international relief resources following sudden onset disasters. In 1993, the Advisory Group sponsored regional meetings that were held for the Americas in Costa Rica; for Asia and the Pacific in Western Samoa; and for Europe and Africa in Switzerland. Participants included representatives of agencies and organizations concerned with disaster response. The meetings addressed practical issues related to the registration of international relief teams and units, mobilization of international disaster response, operational guidelines and in-country coordination.

65. The growing dimensions, frequency and complexity of disasters necessitate a continued search for new and varied resources to apply to disaster response. Efforts to explore the potential of military, civil-defence and civil-protection assets to provide support to relief services, such as transport, ground-logistics support, rescue and support activities, engineering, health and emergency medical services, NBC decontamination and environmental emergencies have yielded positive results.

66. In January 1994, the Government of Norway hosted and organized a high-level International Conference at Oslo on the use of military, civil-defence and civil-protection assets in peace-time emergency relief operations, that reviewed and supported a set of guidelines, aimed at identifying the criteria, conditions and standardized procedures for their participation in emergency operations. The task is now to ensure the highest standards amongst the various military, civil-defence and civil-protection organizations that may be employed in emergency operations, through, the promotion of the Oslo Guidelines by means of multinational training and field-based exercises.

67. In recognition of the importance of communications for facilitating an effective response to emergencies, efforts have been made to strengthen the emergency communications capabilities of the United Nations. Steps have been taken to encourage Governments to authorize and further to facilitate the

unrestricted use of all means available for disaster communications, in particular by allowing the trans-border use of satellite and other communications equipment.

1. Stockpiles

68. International preparedness includes the establishment of assembly points for relief shipments to affected areas. The UNICEF depot at Copenhagen, the Department of Humanitarian Affairs Warehouse at Pisa, Italy, and UNHCR preparedness measures have all contributed in that regard. Non-governmental organizations have been among the beneficiaries of those shipments. Negotiations have been pursued with WHO for the expansion of the stockpile at Pisa so as to cover health requirements. Discussions have also been initiated with WFP, which has already stored food in the warehouse. The objective of these consultations is to strengthen the use of the warehouse as a tool for United Nations inter-agency cooperation in response to emergencies.

69. A new concrete result of coordinated effort by the international community towards better preparedness to sudden emergencies is progress in the establishment of the Central Register of Disaster Management Capacities. One new part, the Register of Emergency Stockpiles of disaster relief items available for international assistance is already operational. It includes data on 50 existing emergency stockpiles run by different humanitarian organizations and primarily oriented to providing disaster relief items, by these organizations directly or on their behalf, free of charge to a disaster-stricken country. These emergency stockpiles might also lend part of their stock, on a non-profit basis, to other humanitarian organizations to support their relief operations in sudden-onset disasters. Two more parts of the Register - on disaster-management expertise and on military and civil-defence assets available for international disaster relief assistance - are close to becoming operational. In addition, the eventual standardization of stockpiled items is seen as important, so that assistance at the field level does not find agencies delivering relief items of vastly different quantity and quality to families that may be side-by-side in the same disaster.

70. The results of a study conducted in accordance with General Assembly resolution 48/57 clearly show that the existing system of the emergency stockpiles represents a balance between the identified needs and available resources and mandates given to the United Nations and other international relief organizations. However, the operational capacity of the existing emergency stockpiles can be improved, inter alia, through increased information about each other's capacities, cooperation in procurement, storage and delivery of relief items on a cost-sharing basis, development and utilization of packaging adapted to relief operations, application of simplified customs and other procedures for movement of relief shipments.

71. Regional emergency stockpiles also have a role to play in facilitating a prompt and cost-effective response to sudden emergencies. This depends on many factors, such as the scale and type of activities of an emergency stockpile holder in a particular region, available resources, expected long-term development of disaster situations and of other conditions in the region, and so

on. At present, only a limited number of emergency stockpile holders run regional emergency stockpiles. The study shows that both a central emergency stockpile system and regional emergency stockpiles should be considered equally viable at present.

2. Disaster Management Training Programme

72. The Department of Humanitarian Affairs/UNDP Disaster Management Training Programme, which aims to help reduce vulnerability and improve response to disasters and emergencies, has demonstrated its usefulness and potential for building the required management capacities at the international level (United Nations system, donors, non-governmental organizations) and in countries prone to, or experiencing, natural disasters and other emergencies. In the three years since it started workshops, the Programme has provided country-specific training to approximately 1,500 persons from over 40 countries. Of this number, some 80 per cent were drawn from Governments of affected countries and national non-governmental organizations, with the balance of trainees coming from the United Nations system, bilateral donors and international intergovernmental organizations and non-governmental organizations. Special workshops have also been held for resident coordinators and for the staff of one bilateral donor.

73. In view of the sharp increase of emergencies and their complexity, the programme's current activities will need to be strengthened to develop further a practical inter-agency capacity at the field level. Participating organizations have indicated their desire to provide direct input into the programme's future activities, that will include developing links with related emergency management issues such as early warning, peace-building, peace-keeping, human rights and the environment.

3. International Decade for Natural Disaster Reduction

74. The International Decade for Natural Disaster Reduction was proclaimed by the General Assembly in 1989 with the objective of reducing through concerted international action, especially in developing countries, the loss of life, property damage and social and economic destruction caused by natural disasters.

75. These activities have focused firstly on case history and strategy reviews and related publicity, on promoting greater government and public awareness of the benefits of systematic attention to the root causes of disasters through prevention and preparedness programmes using the most appropriate technologies. Secondly, practical guidance in setting up national and local disaster-mitigation programmes has already been given to some of the most disaster-prone countries. A much wider demand for that approach was made at the World Conference on Natural Disaster Reduction, held at Yokohama, Japan, from 23 to 27 May 1994. The leading priorities identified at Yokohama for future attention include developing more comprehensive and scenario-specific local and national plans, incorporating such activities more fully in development planning, maximizing the use of local community resources and making sure that modern technologies are kept compatible with traditional local practice. At the same time, there were calls to stimulate wider awareness and political commitment

among policy makers, to enhance collaboration between the United Nations system, intergovernmental organization, non-governmental organization and private-sector interests, and, finally, to focus special attention on the least developed, small-island, land-locked and drought-affected countries.

76. A detailed review of disaster-reduction programmes and policies to date, and a specific action plan for the future, based on the conclusions and recommendations of the Yokohama Conference, will be submitted as a separate report of the Secretary-General on the Decade to the General Assembly at its forty-ninth session.

B. Transition from relief to development

77. Relief and emergency assistance cannot continue indefinitely. Emergency assistance must be provided to bring immediate relief to the affected populations, but the essence of multilateral action must be to help societies in crisis and nations in chaos stand on their own and resume activities leading to sustainable development. Relief assistance must consequently be accompanied by rehabilitation and restructuring if the affected nations are to proceed with socio-economic development.

78. Transition from relief to rehabilitation and development involves a different route in natural disasters than in complex emergencies. In the former case international relief may be required to address the immediate needs in the aftermath of the disaster, but longer-term development assistance may be required to support national efforts to minimize any long-term impact of the disaster. Through the restoration of basic infrastructure and vital services, which are essential for rebuilding capacities for production and income generation, international relief assistance helps the return to the pre-disaster situation relatively quickly.

79. The intricacies of complex emergency situations will often preclude this. In this respect, any transition is highly country-specific and thus requires different approaches. In the case of the former Yugoslavia, for instance, the survival of infrastructure, despite the conflict, constitutes a potential for the rapid restoration of self-sufficiency if supported by international financial assistance in the post-conflict stage.

80. In contrast, in many African countries the humanitarian crises manifest a low point in a continuing process of structural deterioration compounded by internal conflict or externally induced destabilization. This suggests a failure of national development policies. At the same time, it demonstrates the weakness of the international development assistance. For those countries to be able to turn towards sustainable development, a fundamental rethinking of development policies both at the national and international level is inevitable. Indeed, for many such countries a stable and supportive environment for pursuing development activities will remain an important prerequisite. As in the case of Somalia, the prospects for transition to rehabilitation and development will depend inextricably on the restoration of a central authority or other regulatory institutions, as well as the maintenance of law and order.

81. The United Nations system has an important role to play in facilitating coherent policies and strategies through which transition from relief to rehabilitation and development objectives could be achieved. The importance of that issue was recognized by the General Assembly in its resolutions 46/182 and 48/57, as well as by the Economic and Social Council in its agreed conclusions/1993/1. In discussions of IASC emphasis has been placed on moving this issue from a conceptual to an operational plane. IASC has consequently pursued the matter through a task force. Apart from the members of the Committee, relevant departments of the United Nations, specialized agencies as well as Bretton Woods institutions have participated in these efforts. As a result, guidelines for an operational framework have been developed that provide a useful basis on which future work can be built, both at the Headquarters and at the field level. The guidelines aim at enhancing the capacity of the United Nations system to respond to the requirements of transition from relief to rehabilitation and development through a more effective utilization of available resources, while also fully involving international development and financial institutions on the basis of their mandates and comparative advantages. In developing the guidelines, special emphasis was placed on realizing the full potential of existing coordination mechanisms and tools and to facilitate common approaches of all relief and development partners. The same applied to the use of existing country-level coordinating mechanisms, as well as multi-year programmes of cooperation with Governments and the potential of country strategy notes. The guidelines for an operational framework will also provide for a broad exchange of experience accumulated in this area, including case-studies, and the intensification of the training of relief and development practitioners.

82. At present the guidelines are being studied at the field-level with a view to translating them into practical actions in order to encourage the transition from relief to rehabilitation and development at the country level. The IASC Task Force hopes to benefit from the experience and creativity of the relief and development practitioners in this regard.

83. Consistent and assured funding is a prerequisite for a successful transition from relief to development, however. For that reason, it is imperative to develop a sound financial strategy. Clearly, it will be necessary to combine the efforts of international and national partners to mobilize resources, including measures to benefit from the momentum of multilateral cooperation generated by emergency situations, and thus to ensure that the key development and operational actors continue to be involved in addressing rehabilitation and development requirements in the post-emergency period.

V. RESOURCES

A. Resource-mobilization strategy

84. The number of people requiring emergency relief has increased dramatically; the resources to meet those needs have lagged.

85. Statistics on earlier patterns of global emergency requirements and contributions are difficult to obtain. A breakdown of the estimated emergency requirements and contributions against those requirements for the period

mid-1992 to the end of 1993, as reflected in all Department of Humanitarian Affairs consolidated appeals issued during that period, indicates that assessed non-food and food requirements rose by 28.83 per cent, while contributions rose by only 8.45 percent.

86. IASC, in an effort to address that fundamental issue, has asked its Working Group to provide recommendations for a resource mobilization strategy. In that regard, three essential elements have been identified:

(a) Resource mobilization should be part of a longer-term public-policy awareness campaign, conveying a system-wide message that complements the resourcing efforts of related agencies;

(b) Specific system-wide strategies will be developed on a case-by-case basis to meet urgent, unforeseen resource requirements in response to new, acute emergency situations;

(c) Essential for all aspects of the proposed resource mobilization strategy is an information system that provides regularly updated analyses of emergency-related needs. This information system will make it increasingly evident what needs are unmet on a sector-by-sector basis.

87. A viable resource-mobilization strategy would also need to include:

(a) Global campaign of sensitization to the plight of the vulnerable. In the wake of the increasing size and number of complex emergencies, donor attention needs to be drawn to an approach to reduce vulnerability as well as addressing its consequences, namely, emergencies. Particular efforts would be made to bring governments not normally regarded as donors into the donor fold and to seek non-traditional donors such as defence establishments and the private sector;

(b) Regional issues. There are particular regions, principally Africa and the newly independent States, that need to be kept at the forefront of public and policy makers' attention. Such regional issues will entail targeted campaigns highlighting specific relief and rehabilitation campaigns on a continent-wide basis;

(c) Enhancing agency capacities. Adequate funding must be available to enhance the specific operational capacities of agencies to respond to humanitarian crises at the outset. Most operational agencies have designated emergency funds. Efforts are necessary to selectively increase such funds in order to meet the increasing number of crises. In this context, as indicated below in more detail, CERF will have to be strengthened by increasing its procedural and allocative flexibility and the level of resources;

(d) Consolidated inter-agency appeals. Funding for consolidated inter-agency appeals still falls below expectations. Ways must be found not only to ensure greater but also quicker funding. More extensive use of donor tours would be helpful here, as well as the dissemination of regular financial-tracking reports that highlight and prioritize key funding items.

88. The natural and man-made crises severely affecting at least 22 million people in sub-Saharan Africa provide a good example of both escalating humanitarian needs and the necessity for a coherent approach to resource mobilization. An estimated $990 million, or $45 per person, will be required by the United Nations to fund identified and estimated prioritized emergency needs in sub-Saharan Africa throughout 1994. While recognizing the budgetary constraints faced by traditional donor countries, the reality of the suffering that is intensifying in sub-Saharan Africa cannot be ignored. That fact was brought to the attention of the international donor community at a meeting hosted by the Government of the Netherlands at The Hague on 10 May 1994.

89. The meeting agreed that a major resource-mobilization campaign was required to address the plight of sub-Saharan Africa. The Emergency Relief Coordinator would, on behalf of the agencies, bring the urgency of that matter to the attention of the international community at large.

B. Central Emergency Revolving Fund

90. The Central Emergency Revolving Fund (CERF) was established in accordance with General Assembly resolution 46/182 as a funding mechanism to ensure the rapid and coordinated response of the United Nations system to requests for emergency assistance by providing adequate resources for use by operational organizations during the critical initial stages of emergencies. Utilization of the resources of CERF is intended to be complementary to the efforts of organizations and entities directly concerned with relief efforts, and, indeed, to complement their emergency reserves.

91. To date, operational organizations have utilized CERF on 31 occasions, drawing $95,430,000, of which $56,103,302 has been reimbursed. In the last year, utilization of CERF has intensified substantially. In the first four months of 1994, 11 requests for advances have been made, compared to 13 requests during 1993 and 7 in the last 4 months of 1992. Given the pattern of utilization in the last 12 months therefore, operational agencies have utilized CERF on an average of once every three weeks. Clearly, the usefulness of the Fund is recognized by the United Nations humanitarian assistance community.

92. Through the first two years of operation, experience with CERF has shown that operational agencies have utilized the Fund on the magnitude of $50 million a year, drawing resources of approximately $7 million to $9 million for every major humanitarian crisis, with an average period of reimbursement of seven to eight months. That trend provides a useful indicator for ascertaining an appropriate target operational ceiling for the Fund to secure its viability and ensure that it has sufficient reserve to meet, at any given time, the urgent requirements of more than one major emergency.

93. In order to preserve the revolving nature of the Fund in the light of its active utilization, the Department has sought the cooperation of operational organizations in reimbursing CERF as rapidly as possible, in some cases, requesting concerned agencies to make partial reimbursement of their advances before new requests could be favourably considered. The result of that approach is well reflected in the pattern of reimbursements in 1993 and 1994, where a

total of 9 repayments were recorded for 1993 as compared to 10 reimbursements in the first four and a half months of 1994. Despite such efforts, however, CERF reached the dangerously low level of under $4 million in early 1994, which would be insufficient to meet the initial requirements of even one major emergency.

94. The Department of Humanitarian Affairs is now obliged to request that agencies agree to reimburse CERF within three months, rather than the 12- or 6-month period accorded in the past. Experience has indicated, however, that this deadline is not realistic, given the time-frame required for preparing consolidated appeals for donors to respond to the appeals. It will thus be increasingly difficult to maintain adequate resources. Unless additional resources are granted to redress this, the ability of the United Nations system to act promptly in future will be severely impaired. The size of CERF also has an impact on the consolidated appeals processes. A larger CERF will assist early response, giving enough time for the preparation of the consolidated appeal based on a solid assessment of needs. When resources are not available, an interim or flash appeal has been issued to fund an immediate response. A larger CERF will assist in meeting donors' concerns with regard to the quality of the consolidated appeal.

95. This pressing issue needs to be addressed at the forty-ninth session of the General Assembly, with a view to increasing the Fund's size. Some suggestions have been offered to establish a target figure for the enlarged CERF in order to assist major donors in determining their proportionate share of the envisaged additional contributions. This target level would be the subject of further consultations with Member States.

96. In accordance with General Assembly resolution 48/57, the Emergency Relief Coordinator was able to utilize $200,000 of the interest from CERF promptly to set up a field-coordination mechanism for the rapid delivery of humanitarian assistance to the victims of the Rwanda crisis. A similar request is under consideration to deal with urgent programme coordination requirements in the Sudan.

VI. CONCLUSIONS

97. Humanitarian crises continue to increase at an alarming rate. Even the most primary values that safeguard the lives of the innocent persons caught up in these crises can no longer be assured. The persistent obstruction of relief assistance, the slaughter of countless innocent civilians and, on occasion, the threatening and targeted murder of relief personnel underscore the depth and magnitude of the challenge the international community must address.

98. As events in 1993 and early 1994 have convincingly demonstrated, the following are key factors that are critical in the context of an effective delivery of humanitarian assistance:

(a) Given the dangerous circumstances within which many humanitarian operations are to be carried out, the Security Council has had, on occasion, to enlarge its involvement in issues of humanitarian concern by deploying peace-keepers with the primary task of protecting humanitarian personnel and

relief supplies. While the link between humanitarian and peace-keeping operations could at times generate tension, it has been possible to build upon and indeed strengthen the positive dimension of this cooperation. As the question of access cannot be resolved through military means alone, all avenues to access those in need, on the basis of neutrality, impartiality and humanity, must be explored;

(b) The severe shortfall in financial resources continues to affect the implementation of humanitarian programmes. In particular, there is a chronic under-funding of non-food items. On the other hand, food aid, which accounts for two thirds of overall donor contributions, is frequently constrained by the fact that an increasing proportion is in the form of tied commitments. The shortage of untied food resources is a serious cause for concern;

(c) Resource constraints also negatively affect the response capacity within the United Nations system. A more systematic dialogue with the donor community is essential to succeed the ad hoc arrangements that have so far been applied. It must be reflected not only in the adequate and consistent financing of core staff, but also through training opportunities and the establishment of a cadre of qualified individuals;

(d) The United Nations must be better equipped and granted the necessary resources to meet peace-building requirements in post-peace-agreement situations, so that emergency relief programmes can be decisively phased out. In many instances the removal of land-mines, the demobilization and reintegration of former combatants, and the repatriation and reintegration of refugees and internally displaced persons, are parts of the route through which this can be achieved;

(e) While the United Nations attaches great importance to improving its capacity to respond rapidly to humanitarian emergencies, the present cash-flow situation of the Central Emergency Revolving Fund is threatening the capacity of the United Nations system to act swiftly in the future.

99. A more proactive, systematic and operational approach towards international preparedness for and response to natural disasters and sudden emergencies has begun to demonstrate its worth. The United Nations, in collaboration with such specialized agencies as WHO and UNESCO, non-governmental organizations, the scientific community and national disaster-management institutions, will continue to develop and adjust its tools based on the experience gained. This experience has shown that post-disaster assistance rarely redresses more than a fraction of disaster losses and that repeated setbacks of this nature handicap development. More attention must therefore be accorded to addressing specific vulnerabilities that deepen the impact of disasters.

100. The efforts of the United Nations in promoting disaster-mitigation activities in the context of the International Decade for Natural Disaster Reduction have revealed that many measures are technically and financially within the reach of developing countries and represent the most cost-effective protection against the rising human and economic impact of disasters. Yet while the viability of mitigation has been demonstrated and its strategy refined, the way has not yet opened to its wider practice. The awareness generated by the

World Conference on Natural Disaster Reduction has led many disaster-prone countries to indicate their particular wish to benefit from these practical measures.

101. Following recommendations from Member States, it is intended to place greater emphasis on preparing for and delivering an effective international response to environmental aspects of sudden emergencies through joint activities with UNEP and closer coordination with other concerned agencies.

102. While problems remain, a distinct spirit of cooperation is beginning to take hold among the operational organizations of the United Nations system and their inter- and non-governmental partners. The Inter-agency Standing Committee has demonstrated its usefulness in facilitating a coordinated and comprehensive humanitarian response to both complex emergencies and the generic problems that emerge. It should continue to encourage more active interaction among United Nations operational agencies and with Governments both of donor and affected countries, as well as further cultivate the unique role it has gained from the participation of non-governmental organizations.

103. In many ways, an effective and timely response to prevent and mitigate humanitarian crises contributes to the attainment of peace, security and development. The United Nations will continue to take full advantage of its unique position to address simultaneously the humanitarian as well as peacemaking and peace-keeping dimensions of a crisis in a complementary manner.

104. The agencies of the United Nations system deserve recognition for their concerted and ceaseless efforts to ensure relief assistance in the face of such adversity. Their ability, and that of the United Nations system as a whole, effectively to confront the crises that lie ahead can be furthered, even within existing mandates. For this, they require the continued, and strengthened, political and financial support of Member States.

Notes

1/ See Official Records of the General Assembly, Forty-eighth Session, Supplement No. 3 (A/48/3/Rev.1), chap. II.

Annex I

STATUS OF UTILIZATION OF THE CENTRAL EMERGENCY REVOLVING FUND
(As at 31 May 1994)
(United States dollars)

	A. Advances in 1992/93/94		Advances	Date Disbursed	Date Due
1992	UNICEF	(Somalia)	5,000,000	21 Aug 92	
	UNICEF	(Kenya)	2,000,000	21 Aug 92	
	UN Coordinator of Humanitarian Assistance in Somalia(UNCHAS)	(Somalia)	500,000	10 Sep 92	
	FAO	(Somalia)	1,600,000	23 Sep 92	
	WHO	(Somalia	2,000,000	22 Oct 92	
	UNICEF	(Iraq)	5,000,000	9 Nov 92	
	UNHCR	(Afghanistan)	5,000,000	11 Nov 92	
1993	UNICEF	(Mozambique)	2,000,000	22 Jan 93	Nov 93
	WFP	(Tajikistan)	4,500,000	25 Mar 93	Feb 94
	WHO	(Yugoslavia)	2,500,000	26 Mar 93	Dec 93
	UNHCR	(Georgia)	2,000,000	22 Apr 93	
	UNICEF	(Iraq)	5,000,000	14 Jun 93	
	UNHCR	(Tajikistan)	5,000,000	21 Jun 93	Dec 93
	WFP	(Iraq)	4,000,000	9 Jun 93	Apr 94
	UNICEF	(Haiti)	1,000,000	23 Jul 93	Jan 94
	WFP	(Lebanon)	560,000	31 Aug 93	Dec 93
	HABITAT	(Lebanon)	5,000,000	7 Sep 93	Mar 94
	UNICEF	(Iraq)	7,000,000	28 Oct 93	Feb 94
	UNHCR	(Burundi)	5,000,000	18 Nov 93	May 94
	WFP	(Burundi)	5,000,000	22 Dec 93	Jun 94
1994 up to	IOM	(Zaire)	1,000,000	6 Jan 94	Jun 94
31 May 94	UNICEF	(Angola)	1,500,000	6 Jan 94	Jun 94
	UNICEF	(Sudan)	1,000,000	10 Feb 94	Jul 94
	FAO	(Sudan)	200,000	23 Feb 94	Oct 94
	UNICEF	(Former Yugoslavia)	1,000,000	15 Mar 94	Aug 94
	UNDP	(Kenya)	500,000	18 Mar 94	Sep 94
	WHO	(Yugoslavia)	2,500,000	29 Mar 94	Sep 94
	UNICEF	(Somalia)	4,870,000	21 Apr 94	Dec 94
	UNREO	(Rwanda)	200,000	28 Apr 94	Oct 94
	UNHCR	(Tajikistan)	3,000,000	23 May 94	Aug 94
	UNHCR	(Rwanda)	10,000,000	31 May 94	Aug & Dec 94
	Total Advances		**($95,430,000)**		

	B. Reimbursements in 1992/93/94		Reimbursement	Date Disbursed	Date reimbursed
1992	UNICEF	(Somalia)	5,000,000	21 Aug 92	22 Dec 92
	UNICEF	Kenya	1,388,889	21 Aug 92	31 Dec 92
			611,111	21 Aug 92	21 Oct 93
1993	UNCHAS	(Somalia)	459,472	10 Sep 92	15 Mar 93
	WHO	(Somalia)	2,000,000	22 Oct 92	16 Mar 93
	UNHCR	(Afghanistan)	5,000,000	11 Nov 92	30 Mar 93
	UNICEF	(Iraq)	5,000,000	9 Nov 92	16 Apr 93
	FAO	(Somalia)	1,600,000	23 Sep 92	27 Jun 93
	UNHCR	(Georgia)	2,000,000	22 Apr 93	16 Sep 93
	UNICEF	(Iraq)	5,000,000	14 Jun 93	21 Oct 93
	UNHCR	(Tajikistan)	5,000,000	21 Jun 93	Dec 93 & May 94
1994 up to					
31 May 94	WFP	(Lebanon)	560,000	31 Aug 93	3 Jan 94
	UNICEF	(Iraq)	7,000,000	28 Oct 93	1 Feb 94
	UNICEF	(Mozambique)	566,114	22 Jan 93	2 Feb 94
	HABITAT	(Lebanon)	444,906	17 Sep 93	21 Mar 94
	UNICEF	(Haiti)	238,500	23 Jul 93	25 Apr 94
	WHO	(Yugoslavia)	2,500,000	23 Mar 94	5 May 94
	WFP	(Tajikistan)	1,134,310	10 Mar 93	6 May 94
	WFP	(Iraq)	400,000	11 Jun 93	6 May 94
	WFP	(Burundi)	5,000,000	16 Dec 93	6 May 94
	FAO	(Sudan)	200,000	23 Feb 94	16 May 94
	UNHCR	(Burundi)	5,000,000	16 Nov. 93	May 94
	Total Reimbursements		**$56,103,302**		

/...

C. Status of utilization of the Fund

Contributions received:		$48,865,992
Less:	Advances	(95,430,000)
Add:	Reimbursements	56,103,302
Add:	Interest Earned	1,301,327
Fund Balance		$10,840,621

	1992	1993	1994 up to 31 May 1994
Available resources	48,865,992	34,539,233	10,431,763
Advances	21,100,000	48,560,000	25,770,000
Reimbursements	6,388,889	23,670,583	26,043,830
Interest earned	384,352	781,947	135,028
Final Balance	**34,539,233**	**10,431,763**	**10,840,621**

	1992	1993	1994 up to 31 May 1994
Total number of advances	7	13	11
Total number of reimbursements	2	9	12

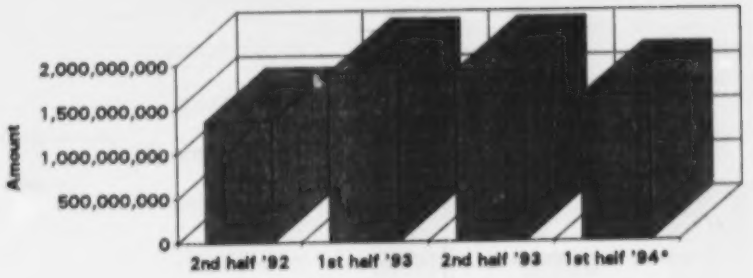
Annex II

ANALYSIS OF CONSOLIDATED APPEALS AND RESPONSES - mid-1992 to mid-1994

(United States dollars)

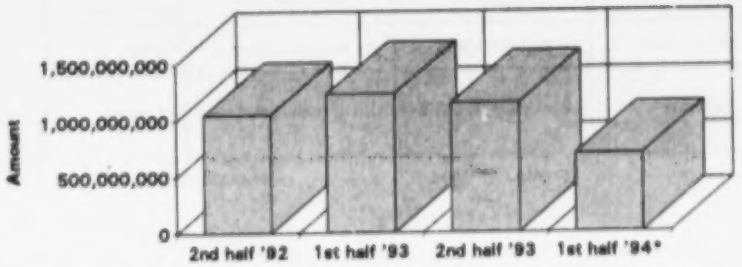
	Funding Requirements
2nd half '92	1,370,010,341
1st half '93	1,907,818,088
2nd half '93	1,924,870,362
1st half '94 a/	1,632,467,520

Funding requirements



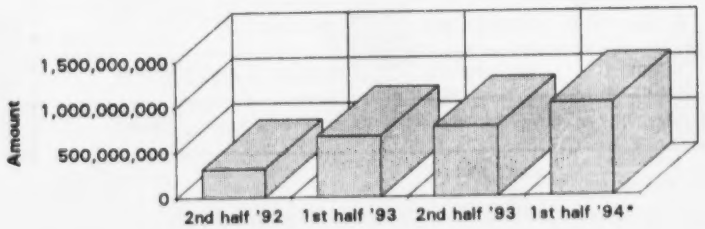
	Funding Received
2nd half '92	1,052,192,813
1st half '93	1,231,444,372
2nd half '93	1,149,278,890
1st half '94 a/	689,860,013

Funds received



	Shortfall
2nd half '92	317,817,528
1st half '93	676,378,715
2nd half '93	775,591,473
1st half '94 a/	1,028,257,889

Shortfall



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Total	2nd half 1992 Funding Requirements	Funding Recieved	Shortfall	Total	1st half 1993 Funding Requirements	Funding Recieved	Shortfall
Africa	1,081,517,315	841,436,792	240,080,523	Africa	1,077,569,854	707,940,754	369,629,100
Asia & Latin America	288,493,026	210,756,021	77,737,005	Asia & Latin America	311,942,140	136,753,991	175,193,149
NIS and Europe	0	0	0	NIS and Europe	518,306,094	386,749,627	131,556,467

Total	2nd half 1993 Funding Requirements	Funding Recieved	Shortfall	Total	1st half 1994 a/ Funding Requirements	Funding Recieved	Shortfall
Africa	1,003,132,699	635,660,302	367,472,398	Africa	916,718,776	365,699,134	639,170,025
Asia & Latin America	360,337,158	98,660,229	261,676,929	Asia & Latin America	151,471,779	45,641,324	103,330,455
NIS and Europe	561,400,505	414,958,359	146,442,146	NIS and Europe	564,276,965	278,519,555	285,757,409

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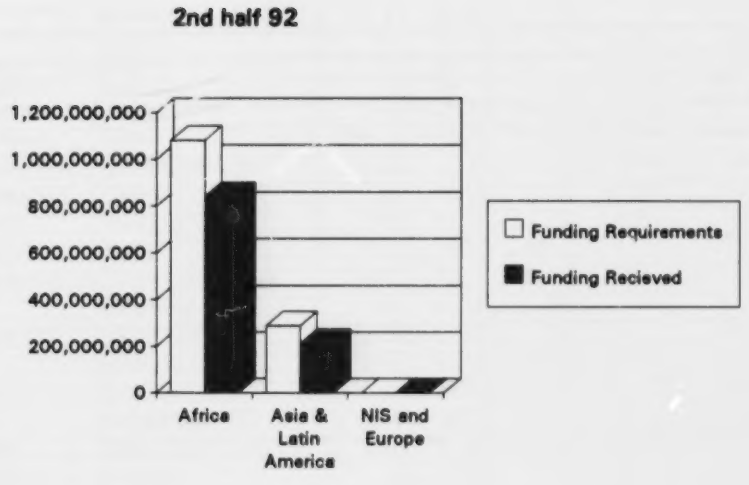

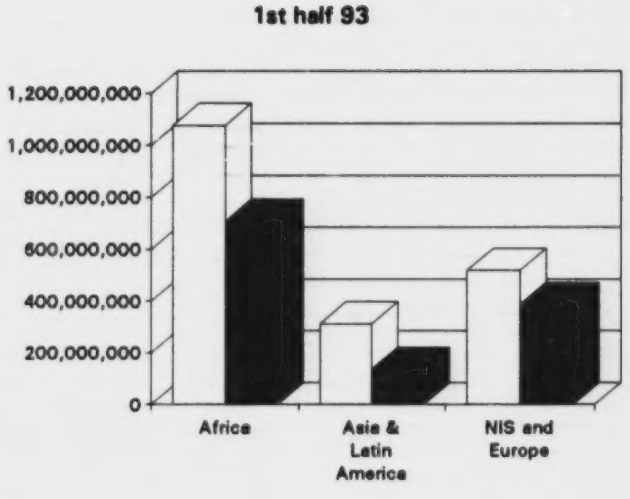

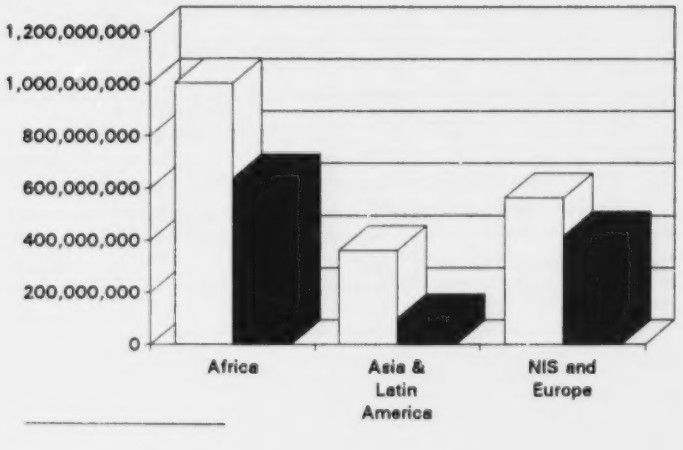

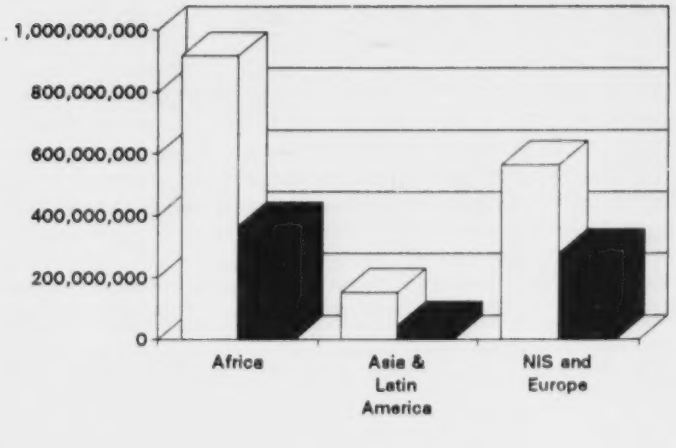

a/ Data incomplete.

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Annex III

NATURAL DISASTERS IN 1993

SUMMARY TABLE

Date started in 1993	Affected Country/ Region	Disaster	Casualties (n/a - data not available)				Total a/ ^populations affected	Amount of damage as reported to DHA	Total b/ Contributions reported to DHA	Contributions through DHA c/	DHA-Emerg. Grant	DHA Mission	DHA Ship-ment	No. of Sit/Inf Reps issued
			Dead	Injured	Missing	Homeless						YES/ NO		
02 JAN	Fiji	Cyclone "Kina"	20	3	2	n/a	115,000	101,907,894	4,349,933	15,000	15,000	Y	N	Sit 6
03 JAN	Tuvalu	Cyclone "Nina"	n/a	n/a	n/a	200	n/a	n/a	10,000	10,000	10,000	N	N	Sit 1
03 JAN	Solomon Islands	Cyclone "Nina"	3	n/a	n/a	40,000	80,000	20,118,904	231,768	42,978	15,000	N	N	Sit 2
07 JAN	Bangladesh	Thunderstorms	31	n/a	n/a	n/a	750,000	n/a	0	0		N	N	Inf 1
07 JAN	Mexico	Mudslides/Floods	27	n/a	n/a	1,000	4,500	20,000,000	25,000	0		N	N	Inf 1
02 FEB	Indonesia - Java	Floods	85	n/a	5	4,000	37,000	47,000,000	174,869	0		N	N	Inf 2
02 FEB	Phlippines	Volcanic Eruption Mount "Mayo	77	9	2	63,000	108,000	3,158,536	586,933	90,000		N	N	Inf 4
05 FEB	Yemen	Floods	38	n/a	n/a	32,585	32,623	312,000,000	1,741,991	360,529	25,000	N	N	Sit 4
08 FEB	Iran	Floods	375	n/a	n/a	500,000	1,000,000	288,000,000	3,012,253	450,405	40,000	Y	Y	Sit 7
12 FEB	Tanzania	Floods	54	34	0	2,900	201,513	6,000,000	218,620	118,620	25,000	N	Y	Sit 2
17 FEB	Zimbabwe	Cholera Epidemic	n/a	n/a	n/a	n/a	n/a	n/a	0	0		N	N	Sit 1
13 MAR	Cuba	Tropical Storms & Floods	5	100	0	7,500	150,000	1,000,000,000	4,918,196	460,063	25,000	N	N	Sit 5
14 MAR	Pakistan	Avalanches	36	n/a	n/a	n/a	n/a	n/a	0	0		N	N	Inf 1
21 MAR	Pakistan/Afghanistan	Avalanches	85	30	n/a	n/a	n/a	n/a	IN KIND**	0		N	N	Inf 1
30 MAR	Vanuatu	Tropical Cyclone "Prema"	1	10	0	7,000	12,000	60,000,000	555,736	20,000	20,000	Y	N	Sit 5
01 APR	Ecuador	Rains/Landslides	70	n/a	n/a	n/a	5,631	122,000,000	1,459,697	127,308	25,000	Y	N	Sit 9
07 APR	Mongolia	Snowstorms	12	n/a	0	0	120,000	7,752,000	2,949,197	203,725	25,000	N	N	Sit 3
15 APR	Eritrea	Hailstorms	4	16	n/a	15,659	16,000	5,164,820	2,533,357	402,944		N	Y	Sit 4
27 APR	Colombia	Floods	27	40	43	n/a	n/a	n/a	200,000	0		N	N	Inf 1
05 MAY	Chile	Mudslides/floods	21	58	88	1,225	3,218	12,500,000	232,128	0		N	N	Inf 2
09 MAY	Ecuador/Nambija Area	Torrential Rains/Landslides	n/a	n/a	n/a	n/a	n/a	n/a	0	0		N	N	Inf 2
11 MAY	Argentina	Floods	n/a	n/a	n/a	n/a	n/a	400,000,000	0	0		N	N	Inf 1
12 MAY	Tajikistan	Heavy Rains	0	0	0	53,000	60,000	163,000,000	6,964,017	391,294	30,000	Y	Y	Sit 7
13 MAY	Bangladesh	Tornado	14	n/a	n/a	7,500	n/a	n/a	0	0		N	N	Inf 1
14 MAY	Papua New Guinea	Tropical Cyclone "Adel"	15	6	0	2,600	23,000	650,000	1,550	0		N	N	Inf 2
18 MAY	Jamaica	Floods	9	0	0	275	21,450	2,429,849	75,484	0		N	N	Inf 2
24 MAY	Argentina	Earthquake	0	0	0	0	n/a	0	0	0		N	N	Inf 1
27 MAY	Kazakhstan	Heavy Rains	17	n/a	0	12,700	n/a	58,000,000	312,762	312,762	25,000	Y	Y	Sit 5
31MAY	Sri Lanka	Floods	8	n/a	n/a	n/a	145,600	n/a	0	0		N	N	Inf 1
31MAY	Cuba	Floods	14	n/a	4	11,000	115,000	n/a	0	0		N	N	Inf 1
01 JUN	Cuba	Neuromyelopathy Epidemic	0	49,500	0	0	49,500	n/a	8,299,846	15,000	15,000	N	N	Sit 5

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Date started in 1993	Affected Country/ Region	Disaster	Casualties (n/a - data not available)				Total ‡/ ^populations affected	Amount of damage as reported to DHA	Total ‡/ Contributions reported to DHA	Contributions through DHA ‡/	DHA-Emerg. Grant	DHA Mission	DHA Shipment	No. of Sit/Inf Reps issued
			Dead	Injured	Missing	Homeless						YES/ NO		
12 JUN	Papua New Guinea	Floods	5	n/a	3	29,000	46,000	1,000,000	0	0		N	N	Inf 1
15 JUN	Afghanistan	Mudlsides	83	n/a	n/a	1,000	1,300	n/a	0	0		N	N	Inf 2
17 JUN	Russia	Floods	15	441	110	0	6,500	n/a	0	0		N	N	Inf 2
21 JUN	Bangladesh	Floods	28	n/a	0	50,000	3,207,056	n/a	0	0		N	N	Inf 4
22 JUN	Iran	Earthquake	0	n/a	0	0	n/a	n/a	0	0		N	N	Inf 1
26 JUN	Philippines	Typhoon "Koryn"	2	0	0	0	29,413	441,730	0	0		N	N	Inf 2
07 JUL	India	Floods	1,690	n/a	0	n/a	150,000	12,101,666,700	964,094	0		N	N	Inf 5
07 JUL	Pakistan	Floods	16	0	n/a	n/a	263,005	n/a	143,295	0		N	N	Inf 2
23 JUL	Nepal	Floods&Landslides	1,048	268	786	55,000	535,500	200,000,000	10,708,161	32,418	25,000	Y	N	Sit 8
27 JUL	Bangladesh	Floods	162	^n/a	^n/a	^n/a	11,559,536	^n/a	644,279	0		N	N	Inf 4
01 AUG	Sudan/Egypt	Earthquakes	3	20	0	0	n/a	n/a	0	0		N	N	Inf 1
05 AUG	Ukraine	Floods	6	n/a	n/a	n/a	300,000	49,168,529	0	0		N	N	Sit 2
07 AUG	Trinidad & Tobago	Tropical Storm "Bret"	0	0	0	200	n/a	n/a	0	0		N	N	Inf 1
08 AUG	Guam	Earthquake	0	71	n/a	n/a	n/a	n/a	0	0		N	N	Inf 1
10 AUG	Nicaragua	Trop Storms "Bret"&"Gert"	13	0	24	n/a	126,225	n/a	1,747,428	20,000	20,000	N	N	Sit 8
10 AUG	Venezuela	Tropical Storm "Bret"	96	586	5	4,000	5,500	2,000,000	384,416	0		N	N	Inf 2
12 AUG	Guinea	Floods	0	0	0	3,500	7,540	140,000	14,534	0		N	N	Sit 2
17 AUG	Belarus	Floods	0	0	0	0	105,428	n/a	115,816	15,000	15,000	N	N	Sit 3
26 AUG	Philippines	Floods	5	n/a	n/a	n/a	258,080	2,600,000	0	0		N	N	Inf 1
31 AUG	China	Dam Burst	290	336	80	15,000	16,000	27,000,000	1,282,693	120,000		N	N	Sit 4
02 SEP	Honduras	Trop Storms "Bret"&"Gert"&Flo	27	n/a	12	27,000	67,447	10,000,000	1,189,886	75,000	25,000	N	N	Sit 4
08 SEP	Uruguay	Storms	0	0	0	n/a	2,000	0	0	0		N	N	Inf 1
28 SEP	Mexico	Trop Storm "Gert"&Floods	35	n/a	n/a	65,429	203,500	n/a	102,727	27,000	27,000	N	N	Sit 3
30 SEP	India	Earthquake	7,611	n/a	0	100,000	170,000	7,916,700	16,451,752	957,060	50,000	Y	N	Sit 8
04 OCT	Philippines	Typhoon "Flo"	88	35	36	n/a	1,941,531	188,000,000	1,743,697	0		N	N	Inf 5
13 OCT	Papua New Guinea	Earthquake	53	30	0	9,800	89,000	5,000,000	335,032	0		Y	N	Sit 7
24 OCT	Mexico	Earthquake	0	0	0	0	n/a	0	0	0		N	N	Inf 1
03 NOV	Honduras	Floods	174	n/a	200	n/a	15,000	n/a	785,634	0		N	N	Inf 2
29 NOV	Cuba	Floods	30	n/a	4	6,500	500,000	100,000,000	610,804	IN-KIND**	25,000	N	N	Sit 4
30 NOV	Vietnam	Typhoon "Kyle"	144	476	0	55,000	1,000,000	14,200,000	0	0		N	N	Inf 1
06 DEC	India	Cyclone	318	n/a	0	90,000	n/a	312,801,200	0	0		N	N	Inf 2

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			Dead	Injured	Missing	Homeless						YES/ NO		
06 DEC	Philippines	Typhoons "Lola" & "Manny"	351	718	80	365,671	1,432,850	64,000,000	615,140	0		N	N	Inf 3
08 DEC	Vietnam	Typhoon "Lola"	71	20	0	10,000	500,000	16,700,000	0	0		N	N	Inf 1
13 DEC	Costa Rica	Floods	5	1	4	n/a	38,477	980,000	195,461	10,000	10,000	N	N	Sit 3
25 DEC	Malaysia	Floods	7	n/a	3	13,000	n/a	n/a	400,000	0		N	N	Inf 1
28 DEC	Philippines	Typhoon "Nell"	118	30	140	n/a	1,483,990	68,000,000	141,841	0		N	N	Inf 2
29 DEC	Sri Lanka	Floods	0	0	0	0	150,000	n/a	42,980	0		N	N	Inf 1

TOTAL NUMBER OF NATURAL DISASTERS IN 1993 - 68		
TOTAL NUMBER OF INTERNATIONAL APPEALS (International Appeal - Sitrep) - 27		
CONTRIBUTIONS TO NATURAL DISASTERS REPORTED TO DHA:	**77,473,007**	
CONTRIBUTIONS TO NATURAL DISASTERS CHANNELLED THROUGH DHA:		**4,277,106**

a/ This category covers all those already included in the previous field(casualties), as well as others, whose basic "life-line" needs such as food, sanitation, or medical had to be met.

b/ This does not include in-kind contributions not costed.

c/ Several contributions pledged for ongoing disasters, have not yet been received by DHA. The total amounts can therefore be expected to change slightly, depending on the rates of exchange prevailing at the time of receipt of contribution. The figures reflecting the populations affected and damages may also be revised in the future, based on additional available information.

Please note: Infrep - Information Report, Sitrep - International Appeal